

Message Text

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ACTION OES-07

INFO OCT-01 EA-12 ISO-00 NSC-05 AID-05 IO-14 AGRE-00

EB-08 COME-00 SS-15 SP-02 HEW-06 CIAE-00 INR-07

NSAE-00 TRSE-00 IGA-02 OMB-01 /085 W

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R 190719Z AUG 77

FM AMEMBASSY MANILA

TO SECSTATE WASHDC 3954

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E.O. 11652: N/A

SUBJ: POPULATION: REQUEST FOR POPULATION INFORMATION

REFS: A) STATE 167895

B) MANILA 2444, (FEB. 19, 1976)

C) PROJECT PAPER, POPULATION PLANNING II

D) FHC REPORT, A REVIEW OF THE PHILIPPINES' POPULATION
PROGRAM, JULY 19, 1977

E) ANNUAL BUDGET SUBMISSION, FY 1979

REF B REMAINS VALID SUMMARY OF PHILIPPINE POPULATION/
FAMILY PLANNING SITUATION, SUBJECT TO FOLLOWING COMMENTS. MAJOR
PARAGRAPHING CONFORMS TO REF A.

1. FOLLOWING DATA DERIVED FROM GOP SOURCES: MID-1976
TOTAL POPULATION 43.3 MILLION; MID-1975 BIRTH RATE 37.5/1000;
MID-1975 DEATH RATE 10.4/1000; MID-1976 BIRTH RATE 37.0/1000;
MID-1976 DEATH RATE 10.6/1000.

2. GOP POLICY EXPRESSED BY PRESIDENT MARCOS IN THE EARLY
1970'S REMAINS UNCHANGED, I.E., FAMILY PLANNING (FP) IS
CONSIDERED ESSENTIAL TO ACHIEVEMENT OF PHILIPPINE DEVELOPMENT
OBJECTIVES AND IS TO BE FULLY SUPPORTED BY ALL GOVERNMENT
AGENCIES. THIS REFLECTED IN THE GOP'S OFFICIAL GOAL OF
REDUCING THE NATIONAL BIRTH RATE BY ONE-TENTH OF ONE PERCENT PER
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YEAR INDEFINITELY.

IN MID-1976, THE GOP, WITH AID SUPPORT, INITAIED
A NATIONWIDE PROGRAM TO EXTEND BASIC FAMILY PLANNING SERVICES,
INCLUDING CONTRACEPTIVE DISTRIBUTION, TO THE NEIGHBORHOOD
(BARA QNY) LEVEL THROUGHOUT THE PHILIPPINES. THIS OUTREACH
PROGRAM, TO BE ADMINISTERED BY A FULL-TIME STAFF OF APPROX-

IMATELY 3,700 PERSONS, PLUS A VOLUNTEER NETWORK OF UP TO 54,000 SERVICE POINTS, IS EXPECTED TO BE PARTICULARLY BENEFICIAL IN PROVIDING FP SERVICES TO THE RURAL POOR, WHO HAVE NOT BEEN EFFECTIVELY SERVED IN THE PAST BY STATIC RURAL HEALTH UNITS AND FP CLINCS. TRAINING AND INITIAL DEPLOYMENT OF OUTREACH WORKERS WERE CONCLUDED IN THE FIRST HALF OF 1977. START UP PROBLEMS ABOUND WITH RESPECT TO CIVIL SERVICE STATUS, INTER-AGENCY COORDINATION, PILL DISPENSING AUTHORITY, TIMELY PAYMENT OF SALARIES AND TRAVEL, CONTRACEPTIVE FLOW, ETC., BUT GRADUAL PROGRESS IS BEING MADE IN RESOLUTION OF THESE PROBLEMS. SUBSTANTIAL IMPROVEMENT IS ANTICIPATED OVER THE NEXT YEAR, AS POLICIES ARE SETTLED AND ROUTINES ESTABLISHED. MEANWHILE, USAID FIELD OBSERVATION INDICATES THAT AN ABLE OUTREACH STAFF IS DILIGENTLY COLLECTING LOCAL INFORMATION, CULTIVATING RAPPORT, ESTABLISHING LINKAGES WITH OTHER DEVELOPMENT ACTIVITIES, AND ESTABLISHING BARANGAY SUPPLY POINTS (BSPS) AT A FASTER RATE THAN ORIGINALLY PROGRAMMED. OUTREACH PERFORMANCE, IN TERMS OF NEW FP ACCEPTORS AND IMPROVED CONTINUATION RATES, WILL BE EVALUATED IN THE SECOND QUARTER OF CY 1978 AND ANNUALLY THEREAFTER.

A SECOND IMPORTANT GOP PROGRAM THRUST IS VOLUNTARY SURGICAL CONTRACEPTION (VSC), IN RECOGNITION OF THE DEMONSTRATED POPULARITY OF WELL-RUN STERILIZATION PROGRAMS IN THE PHILIPPINES. THE STRATEGY IS TO MAKE SAFE, CONVENIENT, AND FREE STERILIZATION AVAILABLE TO ALL FILIPINO COUPLES DESIRING SUCH SERVICE. IT HAS UNCLASSIFIED

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BEEN ESTIMATED THAT THIS COULD LEAD TO STERILIZATION BECOMING THE METHOD OF CHOICE FOR MORE THAN 300,000 COUPLES BY THE END OF 1980. THE PROSPECT OF MILITANT CATHOLIC CHURCH OPPOSITION IS A CONSTANT CONCERN TO THE VSC PROGRAM, BUT USAID OBSERVERS BELIEVE CHURCH LEADERS WILL NOT ACTIVELY OPPOSE STERILIZATION SO LONG AS THE GOP ACTS WITH TACT, RESTRAINT, AND RESPECT FOR INDIVIDUAL AND FAMILY WELFARE. THIS INCLUDES STRICT OBSERVANCE OF INFORMED CONSENT PRINCIPLE AND AVOIDANCE OF ENTICEMENT TO STERILIZATION (SEE MANILA 4210 FOR FURTHER ANALYSIS OF STERILIZATION IN THE PHILIPPINES).

TOP-LEVEL GOP LEADERS SELDOM MENTION POPULATION OR FAMILY PLANNING IN PUBLIC STATEMENTS. STILL, POPULATION GROWTH IS RECOGNIZED AS A CRITICAL PROBLEM IN THE GOP'S NEWLY DRAFTED FIVE YEAR PLAN, AND THE GOP HAS SHOWN A WILLINGNESS TO INVEST SUBSTANTIAL SUMS TO ACHIEVE ITS GOALS, INCLUDING AN ESTIMATED \$15.8 MILLION OVER THE NEXT THREE YEARS IN A BILATERAL PROJECT WITH AID, I.E., POPULATION PLANNING II. THE PROJECT PAPER (REF. C) FOR THIS ACTIVITY PROVIDES CONSIDERABLE INFORMATION AND PERSPECTIVE ABOUT PHILIPPINE POPULATION/FAMILY PLANNING AFFAIRS UP TO MAY 1977. COPIES AVAILABLE FROM AID/PHA/POP, THE AID PHILIPPINE DESK, OR USAID/MANILA ON REQUEST.

STILL OTHER EVIDENCE OF GOP COMMITMENT TO FP APPEARS IN VARIOUS WORKSHOPS, SEMINARS, LECTURES, ETC., HELD BY THE POPULATION COMMISSION FOR OTHER AGENCIES. SUCH ORIENTATION AND TRAINING HAS NOW REACHED MANY THOUSANDS OF MEDICAL PERSONNEL, TEACHERS, GOVERNORS, MAYORS, ETC., AT BOTH NATIONAL AND LOCAL LEVELS. RESULTS ARE GENERALLY INTANGIBLE, BUT USAID OBSERVERS BELIEVE THAT UNDERSTANDING AND SUPPORT OF FP OBJECTIVES ARE GRADUALLY SPREADING AND TAKING ROOT THROUGHOUT THE GOP.

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TO SECSTATE WASHDC 3955

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GOP P/FP PROGRAM FROM OUTSET HAS BEEN INTEGRATED WITH RURAL AND URBAN HEALTH SERVICES. EXPANDED VOLUNTARY STERILIZATION SERVICES WILL FURTHER THIS INTEGRATION BY MAKING THIS MEANS OF CONTRACEPTION AVAILABLE THROUGH EXTENSIVE NETWORK GOVERNMENT AND PRIVATE HOSPITALS. PRIVATE SECTOR'S PROJECT COMPASSION, WHICH COMBINES NUTRITION, FAMILY PLANNING, SANITATION AND GREEN REVOLUTION (HOME GARDENS) DELIVERY SERVICES IS RECEIVING GOP AND USAID SUPPORT THROUGH POPULATION II IN FORM OF SALARIES FOR FIELD STAFF (SIMILAR STAFFING PATTERN AS OUTREACH) AND FREE CONTRACEPTIVE COMMODITIES. PROJECT COMPASSION IS OPERATING IN 9 OF 72 PROVINCES AND 10 OF 60 CHARTERED CITIES.

OUTREACH STAFF, AS LOCAL GOVERNMENT EMPLOYEES, ARE PRIMARILY RESPONSIBLE TO GOVERNORS AND MAYORS WHICH QUICKLY IS ACHIEVING "INTEGRATION" OF THIS MAJOR P/FP EFFORT WITH LOCAL GOVERNMENT DEVELOPMENT ACTIVITIES. AS LOCAL GOVERNMENTS ASSUME THIS RESPONSIBILITY AND AS THEIR OWN RESOURCES ARE ALLOCATED INTO WHAT UNTIL NOW HAS BEEN A NATIONALLY-FUNDED PROGRAM, LOCAL GOVERNMENTS CAN BE EXPECTED TO TAKE A MUCH MORE ACTIVE INTEREST IN THE SUCCESS OF THE FAMILY PLANNING PROGRAM.

INTEGRATION OF FP WITH AGRICULTURAL EXTENSION. AND OTHER
PUBLIC SERVICES IS A POPULAR IDEA IN THE PHILIPPINES, AND IT SEEMS
ONLY A MATTER OF TIME BEFORE SUCH INTEGRATION OCCURS, AT LEAST
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ON A LIMITED SCALE. CRITICAL CONSTRAINTS INCLUDE COST AND
INTER-AGENCY RIVALRY.

OUTSIDE ASSISTANCE HAS BEEN A VITAL FACTOR IN
STIMULATING PHILIPPINE FP PROGRAMS IN BOTH THE PUBLIC AND
PRIVATE SECTORS. UPON TERMINATION OF POPULATION PLANNING II
AT THE END OF 1980, IT IS ANTICIPATED THAT THE GOP WILL BE
APPROACHING SELF-SUFFICIENCY IN THIS REGARD. OUTSIDE RESOURCES
BEYOND THOSE ALREADY PROGRAMMED PROBABLY WOULD HAVE MARGINAL
UTILITY.

FOR STILL ANOTHER SOURCE OF INFORMATION REGARDING THE
PHILIPPINE P/FP PROGRAM SEE REF D. USAID/MANILA STAFF
GENERALLY FEEL THAT THE EARLY PAGES OF FAMILY HEALTH CARE TEAM
REPORT ARE MARRED BY INEPT INTERVIEWING AND OBTUSE ANALYSIS,
BUT THE BALANCE OF THE REPORT (PAGES 39-130, PLUS ANNEXES) IS
EXCELLENT.

3. IT MAY BE SEEN FROM REF E THAT VIRTUALLY ALL AID
PROGRAMS IMPINGE UPON POPULATION GROWTH IN ONE FASHION OR
ANOTHER, PARTICULARLY INASMUCH AS THEY BENEFIT THE POOR. GOP MEASURES
TO REDUCE INFANT AND CHILD MORTALITY ARE BEING PURSUED ON TWO
BASIC FRONTS: (A) MORE RURAL HEALTH UNITS/FP CLINICS AND
OUTREACH WORKERS ARE BEGINNING TO PENETRATE THE REMOTE RURAL
AREAS, WHERE BEFORE HEALTH SERVICES WERE HIGHLY CONCENTRATED
IN SMALL TOWNS AND CITIES. THIS EFFORT HAS BEEN ACCELERATED
PAST THREE YEARS WITH \$25 MILLION IBRD LOAN MATCHED BY
\$25 MILLION GOP PESOS WHICH TO-DATE HAS FIELDDED 6,400
MIDWIVES IN "BARRIO HEALTH STATIONS" WHERE THEY PROVIDE
PRIMARY HEALTH CARE SERVICES, FAMILY PLANNING AND REFERRAL
TO LARGER MEDICAL FACILITIES; AND (B) WITHIN THE NATIONAL
NUTRITION PROGRAM, PRIORITY IS BEING GIVEN TO HIGH RISK,
PRE-SCHOOL AGE CHILDREN AND PREGNANT AND LACTATING MOTHERS.
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DUE ALREADY SIGNIFICANT LEVEL OF INTEGRATION OF WOMEN
WITHIN NATIONAL ECONOMY, CURRENT GOP DEVELOPMENT PLANNING
DOES NOT CITE NEED FOR SPECIAL EFFORT THIS REGARD. REDUCTION
OF INCOME INEQUALITY IS SPECIFIC DEVELOPMENT OBJECTIVE,

BEING PUQIZED PRIMARILY THROUGH CREATION OF MORE EMPLOYMENT OPPORTUNITIES AND PROVISION OF ESSENTIAL SOCIAL SERVICES. GOVERNMENT RECOGNIZED THAT LOPSIDED STRUCTURE OF INCOME DISTRIBUTION REPRESENTS PROBLEM WHICH MUST BE ADDRESSED ON BOTH ECONOMIC AND POLITICAL GROUND IM WHILE PROGRESS HAS AT BEST BEEN PAINSTAKINGLY SLOW, GOP CAN BE EXPECTED TO PAY INCREASING ATTENTION TO PROBLEM CUM CHALLENGE OF INCOME INEQUALITY IN YEARS AHEAD.

GOP'S 1973-83 EDUCATIONAL STRATEGY STRESSES DEMOCRATIZATION OF ACCESS TO EDUCATIONAL OPPORTUNITIES THROUGH SCHOLARSHIPS AND SIMILAR MEANS, SKILLS TRAINING PROGRAMS FOR OUT-OF-SCHOOL YOUTH, AND A CONTINUING EDUCATIONAL PROGRAM FOR NON-LITERATE ADULTS. IN VIEW HEAVY DEMANDS OF REGULAR EDUCATIONAL SYSTEM/PROGRAMS, HOWEVER, GOP ENCOUNTERING DIFFICULTIES IN MOBILIZING RESOURCES TO BOTH MEET BASIC NEEDS AND IMPLEMENT MORE COMPREHENSIVE EDUCATIONAL STRATEGY.

4. THE USAID ESTIMATES THAT TO MEET THE DOMESTIC DEMAND FOR FOOD, AGRICULTURAL OUTPUT (EXCLUDING FISHERIES) WILL NEED AND WILL PROBABLY GROW AT AN AVERAGE ANNUAL RATE OF ABOUT FOUR PERCENT DURING THE NEXT DECADE. THIS ASSUMES MODESTLY IMPROVED NUTRITION IN ADDITION TO REQUIREMENTS CASUED BY POPULATION GROWTH. THE INCREASED PRODUCTION WILL HAVE TO COME PRIMARILY FROM MORE INTENSIVE LAND USE OR AN INCREASE OF YIELDS, SINCE ARABLE LANDS ARE UNLIKELY TO EXPAND MORE THAN ONE PERCENT A YEAR OVER THAT PERIOD. THIS MEANS THAT FARM OUTPUT PER YEAR WILL NEED TO GROW BY ABOUT 3 PERCENT A YEAR TO ACCOUNT FOR ABOUT THREE-QUARTERS OF THE INCREASE IN PRODUCTION. TO UNCLASSIFIED

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ACHIEVE SIGNIFICANT INCREASES IN OUTPUT FROM EXISTING CULTIVATED AREAS, GOP PLANS CALL FOR NEEDED NEW TECHNOLOGIES, EXPANDED IRRIGATION SYSTEMS, AND IMPROVED SUPPORTING SERVICES.

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ACTION OES-07

INFO OCT-01 EA-12 ISO-00 NSC-05 AID-05 IO-14 AGRE-00
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FM AMEMBASSY MANILA
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INVESTMENT IN IRRIGATION HAS BEEN EXPANDING RAPIDLY IN THE LAST SEVERAL YEARS AND THE GOVERNMENT'S SUPERVISED CREDIT PROGRAMS HAVE BEEN PROVIDING PRODUCTION LOANS TO MANY SMALL FARMERS. ORGANIZATION AND MANAGEMENT, HOWEVER, REMAIN KEY CONSTRAINTS, PARTICULARLY AMONG THE EXTENSION SERVICES, WHICH MUST REACH WELL OVER A MILLION FARMS OF LESS THAN 4 HECTARES. GIVEN LIMITED MANPOWER AND INSTITUTIONAL CAPABILITY, GOP PLANS OVER THE NEXT DECADE TO FOCUS EFFORTS ON THE MORE PRODUCTIVE SMALL FARMS, ESPECIALLY THOSE CULTIVATING RICE, IN ORDER TO MEET THE DOMESTIC DEMAND FOR FOOD. THIS MEANS CONCENTRATING THE SUPERVISED CREDIT PROGRAMS PRIMARILY AMONG SMALL RICE FARMERS IN THE IRRIGATED AREAS, WHICH IS ESSENTIALLY THE TACTIC THE GOP IS CURRENTLY FOLLOWING.

IN ADDITION, PRICES RECEIVED BY FARMERS WILL HAVE TO PROVIDE SUFFICIENT INCENTIVES FOR THEM TO ADOPT THE IMPROVED TECHNOLOGIES AND FARMING PRACTICES THAT ARE NECESSARY TO RAISE OUTPUT. THE INTERRELATION BETWEEN PRODUCT AND INPUT PRICES AND THE IMPACT OF COMMODITY TAXATION WILL THEREFORE REQUIRE CLOSER ATTENTION THAN IN THE PAST. THE THE RELATION BETWEEN THE PRICE OF FERTILIZER AND THE FARM-GATE PRICES FOR CROPS, PARTICULARLY RICE, IS LIKELY TO BE ESPECIALLY RELEVANT FOR THE SUCCESS OF FUTURE PROGRAMS TO EXPAND PRODUCTION. INCREASED INVESTMENT IN THE
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CONSTRUCTION, REHABILITATION, AND MAINTENANCE OF IRRIGATION WORKS IS CRITICAL TO THE EXPANSION OF AGRICULTURAL PRODUCTION.

IMPACT OF EXPANDED FOOD PRODUCTION ON ENVIRONMENTAL DEGRADATION RECEIVING INCREASED GOP ATTENTION. WILL PROBABLY NOT BE SIGNIFICANT IN VIEW OF EMPHASIS BEING GIVEN TO ALREADY ESTABLISHED SMALL RICE FARMERS. THE USAID ASSISTANCE STRATEGY IN THE AGRICULTURAL SECTOR FOCUSES ON ASSISTING THE PHILIPPINE GOVERNMENT TO RELAX CONSTRAINTS TO ATTAINMENT OF ITS SECTORAL OBJECTIVES BY DEMONSTRATING AND IMPLEMENTING SELECTED POLICY AND PROGRAM APPROACHES AND TECHNOLOGIES THAT BENEFIT SMALL FARMERS. SEE REF E

FOR DETAILS.

GIVEN A REASONABLE DEGREE OF SUCCESS IN EXPANDING AGRICULTURAL PRODUCTION AS DISCUSSED ABOVE, IMPORTS OF MAJOR FOOD COMMODITIES WILL PROBABLY CONTINUE TO DECREASE, BECOMING NEGLIGIBLE BY 1985, WITH THE EXCEPTION OF WHEAT AND DAIRY PRODUCTS. WHEAT IMPORTS ARE PROJECTED TO GROW AT AN ESTIMATED FIVE PERCENT PER ANNUM THROUGH 1985, OVER 1977 WHEAT IMPORTS OF ABOUT 765,000 M/T. AMOUNTS OF DAIRY PRODUCT IMPORTS (VALUED AT US\$55 MILLION IN 1976) ARE PROJECTED TO REMAIN ABOUT CONSTANT THROUGH 1985. ABILITY OF GOP AND PRIVATE SECTOR TO PAY FOR IMPORTS AND HANDLE DISTRIBUTION ALREADY AMPLY DEMONSTRATED AND, GIVEN PROJECTED ECONOMIC TRENDS FOR PHILIPPINES, ABILITY TO PURCHASE AND DISTRIBUTE FOOD IMPORTS SHOULD CONTINUALLY IMPROVE THROUGH 1985.
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Message Attributes

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SAS ID: 1550316
Secure: OPEN
Status: NATIVE
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TAGS: SOPN, RP
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